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ABSTRACT

The Lifelong Learning Project was a 3-year effort launched in March 1980 to assist educational leaders in California, Colorado, Illinois, Kansas, New York, and Ohio in their planning and coordination of adult learning services. These six states undertook a variety of project activities aimed at establishing and maintaining a participatory planning mechanism for gathering information and building consensus among the public and private agencies and institutions within each state. That mechanism was then used to formulate policy recommendations on key aspects of the adult learning scene. An analysis of the planning processes in the states focused on the state's goals, procedures for involvement of people, and the three general types of studies that were part of every state project--studies that grew out of a need for information to accomplish project goals, studies that laid groundwork or established a data base, and special studies that explored some facet of adult education. Pilot state accomplishments were documented in three areas: response to key policy issues, new structures for lifelong learning initiatives, and development of a variety of tangible products. (Appendixes include a Quick Reference Guide to Pilot State Experiences under the Project and an Annotated Bibliography of Project Publications.) (YLB)

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Lifelong Learning Project

EDUCATION IMPROVEMENT CENTER
Education Commission of the States
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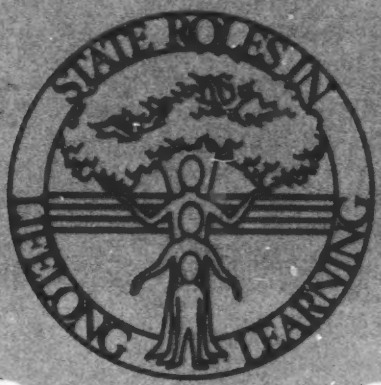
ENHANCING THE STATE ROLE IN LIFELONG LEARNING: A SUMMARY REPORT OF A PROJECT

K. Patricia Cross and
William J. Hilton

April 1983



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EXECUTIVE SUMMARY

The ECS Lifelong Learning Project was a three-year effort, launched in March 1980, for the purpose of assisting education leaders in California, Colorado, Illinois, Kansas, New York and Ohio in their planning and coordination of adult learning services. The impetus for the project derived from discussions among leaders from the Education Commission of the States (ECS), the State Higher Education Executive Officers (SHEEO) association, and the W. K. Kellogg Foundation, which contributed $644,800 in support of this effort.

Although the early proponents of this effort were primarily responsible for adult higher education in the states, they wisely foresaw the need to promote interagency communication and cooperation in the design and conduct of project activities. Adult learning is an integral part of the continuum of all learning. from the earliest grades through graduate and professional schools. Much of it is privately sponsored, and even within the public sector many adult learning programs are offered by public agencies with differing mandates for planning, or by agencies whose primary concern is other than the provision of educational services, such as state departments of labor, public aid and agriculture.

Clearly, any effort at comprehensive statewide planning for adult learning would necessitate the development and field testing of new models for collaborative planning, and that was the primary purpose of this project. The hope was that these six "pilot" states -- which were selected for their diversity in size, government structures, and traditions -- might serve as "action models" whose experiences might be replicated, in whole or in part, in other states.

Enhancing the State Role in Lifelong Learning: A Summary of the Project is an attempt to present the "bottom line," the final outcomes and implications of this important project. Background on the history and purposes of the project are presented in the introductory section of this report, and that is followed by a brief recap of the activities of each of the six pilot states. (More detailed reports on pilot state activities may be requested from each of the states. These detailed reports have also been compiled into a separate project publication, Enhancing the State Role in Lifelong Learning: Case Studies of the Six Pilot States.)

The authors also present a synthesis of the outcomes of the project, noting the extent to which these six states carried out the tasks of (1) defining the goals of their planning activities, (2) promoting ownership of those goals among a wide array of education leaders and private citizens in their states, and (3) conducting general needs assessments and more focused surveys for the purpose of amassing critical planning information.

In looking at the accomplishments of the project, it is noted that this effort did not begin by defining precise and measurable goals that had to be achieved by the pilot states in order for them to be judged successful in this undertaking. Rather, the emphasis within the project was upon encouraging the leadership in these six states to explore whatever state initiatives in this area were of highest priority to them, and to document their experiences for the edification of other states that might share an interest in those particular priorities.

While the outcomes of the project were not fully predictable or controllable, they have been substantial. The pilot states made substantial progress in addressing six major, state-level policy questions. Most of the six states also established exemplary new planning and advisory structures for addressing adult learning issues, and these structures will likely serve to keep alive a public awareness of the importance of adult learning in these states for many months to come, thus extending the local benefits of this project well into the future. Beyond that, this project has produced at least 40 publications on key aspects of state-level planning for adult learning, including reports, policy papers, sample survey instruments, draft legislation and other materials that might prove instructive to education policy makers in other states.

Readers are encouraged to contact the pilot state liaisons (see Appendix A) for specific information regarding their activities under this project.

1. THE ECS PROJECT

The phrase "lifelong learning" expresses an ideal in which Americans of all ages, throughout their lifetimes, would be able to move easily in and out of learning opportunities that help them acquire the kn
o independent living in our complex, highly technological society. Each year, millions of adults pursue this goal by enrolling as full- or part-time students on college or vocational school campuses, attending seminars and workshops at various sites within their communities, participating in training programs at their places of employment, taking television courses, engaging in independent reading and study projects, and signing up for correspondence courses.

In recognition of the fact that states have the constitutional responsibility for the planning and delivery of education services for citizens of all ages, the W. K. Kellogg Foundation awarded a three-year grant to the Education Commission of the States (ECS) in the fall of 1979 to facilitate planning and policy development activities in this area. That grant supported the operations of the ECS Lifelong Learning Project, which worked with state education leaders in California, Colorado, Illinois, Kansas, New York and Ohio as they planned for the extension and/or coordination of adult learning services within their boundaries.

Under the project, these six states were asked to (1) establish and maintain a participatory planning mechanism for gathering information and building consensus among the public and private agencies and institutions within their state, and (2) utilize that mechanism in formulating policy recommendations on key aspects of the adult learning scene. Within each of these states, the State Higher Education Executive Officers (SHEEO) agencies were the catalysts for these planning and policy development initiatives, and Appendix A reflects the names and addresses of the pilot state liaisons who worked most directly with ECS in the implementation of this project.

An 11-member "Planning Board," which was chaired by Dr. K. Patricia Cross was charged with providing policy guidance for the project. Appendix B reflects the names of the persons who served on that board during the life of the project. The presidents of the SHEEO association, who also served on the board, rotated annually with their change of office, but former board members are also identified on this appendix.

Twenty-seven other associate states were also closely identified with the project, and designated representatives to serve on a national Technical Task Force (TTF) that met with the project staff periodically over the course of this effort. (A roster of the associate state liaisons appears in Appendix C.) The involvement of the associate states in the project contributed a

great deal to the ultimate success of this effort. Pilot and associate state liaisons freely exchanged information and experiences in key areas of adult learning planning over the three-year period, thus raising the average ability of the entire network of 33 states to respond to adult learning trends and needs.

This report is one of a series of publications developed under the project. It draws upon the experiences of the project states in clarifying the roles that states might play in planning for the provision of adult learning services. Chapter 2 contains summaries of the specific activities undertaken in each pilot state as a result of this project. Chapter 3 presents a synthesis of the outcomes of the project within each state, and of the implications of the project for education policy makers in other states. The particular issues that became the focus for the development of state-level policy recommendations are also addressed in Chapter 3.

In Chapter 4 the authors present the major conclusions and implications to be drawn from this effort to clarify the means by which states might take an active, leadership role in the extension of adult learning opportunities.

The success of the ECS Lifelong Learning Project was measured by the extent to which the effort resulted both in an increased recognition of the importance of adult learning within each of the six pilot states, and by the extent to which education policy makers in other states might gain important insights in the handling of key policy alternatives as a result of the pilot state experiences. The political and economic climate in America has changed dramatically since this project was launched in March 1980. Some observers have suggested that, in view of today's economic realities, the states might be less interested in knowing how to become more responsive to the needs of adult learners.

But the point must be made that the six pilot states have not been conducting their planning and policy development activities in a vacuum. Their activities have been subject to the same economic stresses and uncertainties that have plagued other aspects of American education in recent years. To the extent that their planning efforts have flourished, they have provided us with excellent examples of how states that have made a commitment to adult learning can do much to promote it, despite these pressures.

2. PILOT STATE ACTIVITIES UNDER THE PROJECT

The ECS Lifelong Learning Project began on March 1, 1980. The leadership at the Education Commission of the States (ECS) had solicited short proposals from every state in the nation during the previous November in order to identify a pool of states interested in becoming "pilots" under the project. Four to six states were to be selected from that pool. Fourteen states applied for pilot state status, and the Planning Board selected six of these -- California, Colorado, Illinois, Kansas, New York and Ohio.

Subsequently, a second round of invitations was made to states that wished to become "associates," and which would thus be entitled to participate in national Technical Task Force meetings, and to receive periodic progress reports on the project. Twenty-seven states, including most of the original applicants for pilot state status, eventually comprised that group of states.

Under the project, each pilot state was free to select one or more foci for its planning and policy development activities. (The initial project meeting in May 1980 was devoted to an exploration of the full range of state-level adult learning issues, so that the states would be able to acquire the necessary background information in selecting a planning focus.) Each state was awarded $7,100 for each of the three project years, for use in defraying the cost of travel, consultants and in-state meetings.

A national staff that was comprised of a project director, an assistant director and a secretary were based in the Denver ECS offices to provide administrative support, publicity, research and technical assistance on behalf of the six states, but the states themselves had the primary responsibility for the planning and execution of local project activities.

The six pilot states were deliberately selected for their diversity in size, traditions and educational governance structures, in the hope that every other state would be able to identify with the goals and experiences of at least one of them. As was to be expected, these six states varied in the number and nature of the activities they elected to undertake, though those activities were generally concentrated in five areas:

1. Establishing and maintaining structures for insuring broad-based input into, and ownership of adult learning goals and policy recommendations.

2. Conducting assessments of adult learning trends, resources and needs.

3. Using adult learning as a vehicle for fostering the economic revitalization of the state.

4. Assessing the benefits that might accrue to the state as a result of its support of adult learning.

5. Working to increase the rates of adult participation in learning by promoting the orderly development of off-campus programming, the use of distance learning techniques (e.g. telecommunications), and providing improved information and counseling services for current and prospective adult learners.

The W. K. Kellogg Foundation has authorized the use of additional funds to finance the development of explanatory pamphlets -- based upon the experiences of the six pilot states -- in each of these areas. Copies of the pamphlets are available upon request from the ECS Publications Department.

Following is a brief summary of the project activities that were undertaken in each of the six pilot states. An analysis of the outcomes and implications of these activities will be presented in later pages of this report.

California

California, the largest state in the nation (with one-tenth of the U.S. population), maintains extensive delivery systems for all levels of education in serving both youth and adults. The nine campuses of the University of California provide education through the doctoral and professional degree levels and served almost 139,000 students in 1981-82. The 19 campuses of the State University system provide education through the master's degree level and served over 319,000 students in 1981-82. The 107 California Community Colleges and their many outreach centers serve virtually every part of the state and over 1.25 million students annually.

In addition to its publicly supported colleges and universities, California has some 368 independent colleges and universities that serve almost 200,000 students. Beyond the colleges and universities, more than 200 school districts run adult schools, and 39 counties offer Regional Occupational Programs to provide continuing education and technical skills for their residents.

Because of its strong tradition of publicly supported education for all of its citizens, California has historically provided a breadth and scope of educational opportunities for adults that surpasses that in any other state. Data gathered in 1981 as part of the ECS/California Lifelong Learning Project indicate that the annual participation rate of adult Californians in organized learning activities may be at least 42 percent.

For many years, California enjoyed a healthy economy and a continuing budgetary surplus. However, since the passage of Proposition 13 in 1978, the surplus has been exhausted and fiscal retrenchment is occurring in virtually every program supported with state dollars. Over the past two fiscal years, California's expenditures have dropped by almost 14 percent in terms of real dollars adjusted for inflation. While California's three state-supported systems of postsecondary education all received budget cuts in various areas, the community colleges were particularly singled out, with a reduction of $30 million that was achieved by deleting state funding of avocational and recreational courses in which adults participated in large numbers.

Although California's public postsecondary institutions fared better than many state-supported operations, this was partly due to increases in student fees which were used to offset the reductions. In a state that has had a "no tuition, low fees" policy for postsecondary education, the increases in fees may present financial barriers particularly to adults seeking further learning opportunities on a part-time basis, given the limited state student aid available for such students.

The agency responsible for the administration of this project in California was the California Postsecondary Education Commission (CPEC). The original focus of the California effort under this project was (1) to examine the state's vast array of services for adults, (2) to determine whether any geographic area or particular segment of the adult population was underserved and (3) where service gaps were found to exist, determine what might be done to alleviate them. That focus remained essentially unaltered throughout the project, though, as the financial situation in California deteriorated in the wake of Proposition 13, an increasing amount of project staff time had to be devoted to keeping alive an awareness of the importance of adult learning opportunities among various legislative budget committees that were contemplating cuts in public services.

CPEC staff activities under this three-year project were concentrated in three areas: (1) the convening of a statewide planning conference to assess the scope and availability of adult counseling and information services in the state; (2) the conduct of a sample survey of adult learners to determine trends, interests and needs, with a particular emphasis upon assessing the needs and participation rates of Spanish-speaking and rural adults; and (3) the development of a policy paper that discussed the different perspectives on adult learning and the issues of scope and definition, summarized the findings of survey research literature on the characteristics of adult learners, compared the 1981 California survey results with other surveys and raised issues that will serve as the basis for policy discussions beyond the life of the national ECS project.

All three of these project activities have resulted in the building of a new data base for adult learning planning and policy development in California. This updated information has proven to be extremely helpful in a state whose educational system is marked by a new "three R's" -- reduction, reallocation and retrenchment.

Colorado

As a group, when compared with the nation as a whole, Coloradans are somewhat younger, better educated and more affluent (with one of the lowest unemployment rates in the country) than most Americans. Colorado is also one of the fastest growing states in America, with a population increase slightly over 30 percent between 1970 and 1980. Eighty percent of the state's population resides in urban areas, such as Denver, along the eastern foothills of the Rocky Mountains, and it is along this corridor that the higher education institutions tend to be concentrated, leaving the western segment of the state in need of greater access to further learning opportunities.

A recent state budget report indicated that 65.1 percent of Colorado's revenues are allocated for education. Forty-three percent of the budget goes to elementary and secondary education, while 22.1 percent goes to higher education.

There are 10 public higher education institutions in Colorado (14 campuses), 12 community and junior colleges -- 10 of which are also designated as Area Vocational Schools (AVS) that serve local youth and adults, and 10 additional AVS sites that are not on college campuses. In addition, over 75 private vocational schools have been approved by the community college board to operate within the state, the U.S. Air Force Academy is in Colorado Springs, and adult learners are served through the state's cooperative extension service as well as through a wide variety of privately-sponsored, community-based learning opportunities.

Colorado's approach toward providing off-campus instruction to postsecondary students is regarded by many as being exemplary. Under that approach, each of the 10 senior institutions offers classroom instruction, correspondence programs, or on-site video and public broadcasting telecourses. The tuition revenues thus raised are pooled in the Office of Outreach Programs of the Colorado Commission for Higher Education (CCHE), and used to finance future off-campus offerings, as well as to support special initiatives (such as programs for rural adults) that are deemed to be of high priority to the state.

CCHE administered the ECS/Colorado Lifelong Learning Project, and concentrated its efforts in the direction of (1) defining statewide adult learning issues and concerns, (2) defining alternative solutions for those concerns and (3) formulating

appropriate policy options for the consideration of state education leaders.

A two-staged, Delphi survey methodology was used over a nine-month period to solicit the views of 220 carefully selected Coloradans. The respondents were asked to make judgments and suggestions about a wide range of policy issues, planning priorities and alternative responses to the issues identified. The feedback gathered through the survey was then synthesized and used as background material for a statewide invitational conference that was held in Monument, Colorado on September 25-26, 1981. That conference was jointly sponsored by eight education organizations, and was attended by 75 educators, state policy makers, community leaders and adult students.

Planning for both the surveys and the statewide invitational conference proceeded in tandem, and was greatly aided by the efforts of a 15-member interorganizational planning committee that included high-level representation from the major agencies and professional associations that are concerned with adult education in Colorado. A member of the ECS Lifelong Learning Project staff also served on this group.

The Colorado effort has yet to reach its "bottom line." CCHE has agreed to continue the project through June 1983, even though the national, Kellogg-funded project is scheduled to conclude at the end of December 1982. The survey and conference feedback is still being analyzed for its policy implications, and it seems clear that some of these data will ultimately be used to contribute to the updating of Colorado's higher education master plan for the years 1983-1987. The feedback is also being used in presentations to key state policy makers in order to build credibility for the effort so that policy options that result from project studies will be seriously considered and acted upon.

Illinois

Illinois, with a population of 11.4 million in 1980, is a state with great economic diversity. While many northern industrial and midwestern states are experiencing a decline in population and loss of industry, Illinois ranks fourth in the nation with 71 new and expanded manufacturing facilities for the first five months of 1982, although the state also lost 13 industries in the first quarter of the year. Among the industrial states in the nation, Illinois has the second highest unemployment rate (12.3 percent). While state residents have experienced a net per capita gain of $4,842 between 1970 and 1980, of the 12 north central states, Illinois ranked first with the highest number of families and children below the poverty level. The challenge for the state will be to maintain and expand present levels of business activity so that the state's economy can grow and support the human services programs that are now in place.

The constitution of the State of Illinois states that "Education in public schools through the secondary level shall be free." The state's investment in elementary and secondary education for FY 83 is approximately $2.1 billion, and approximately $1.0 billion for higher education. Illinois maintains 4,304 public school facilities, 52 campuses of the community college system (constituting 39 districts), 12 public universities (including two medical schools, two dental schools, and a college of veterinary medicine), and about 120 private colleges, universities, proprietary schools, theological schools and technical institutes. As in other states, Illinois also has a substantial number of educational opportunities being provided by local museums, labor unions, churches, etc.

Illinois has historically provided strong support for public education, allocating 30 percent of the total state appropriations for that purpose. While there has been a downward trend in lower school enrollments, the high unemployment rate in the state has resulted in a significant growth in higher education enrollments. Moreover, preliminary data from a survey of adult learners conducted during the summer of 1982 show that the rate of adult participation in all varieties of formal learning activities has increased by approximately five percent over the rate found in 1979, a year of lower unemployment. This increased demand for educational services strains resources that are already severely limited due to lower tax receipts.

The ECS/Illinois Lifelong Learning Project was administered by staff of the Illinois Board of Higher Education (IBHE), who seized upon the opportunity afforded by the national project to continue a variety of earlier state-level initiatives in support of adult learning. IBHE staff activities were concentrated in four areas: (1) concluding the third in a series of three random sample household surveys[1] of Illinois adults designed to amass trend data that might prove helpful in the formulation of policy recommendations; (2) establishing and maintaining a "Committee to Study Off-Campus Programs," which helped to define quality criteria for off-campus offerings at public, private and out-of-state institutions, and provided for new review and approval processes for off-campus programs; (3) enhancing the state's computerized library resource sharing system, so that adults studying anywhere in the state will eventually have easy access to essential library materials; and (4) supporting new legislation that established the community college districts as

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[1]The surveys, which were conducted in 1976, 1979 and 1981 showed a consistent adult learning rate of about 30 percent in that state.

the planning districts for the administration of adult basic literacy and high school completion programs, and which brings greater consistency to the funding base for those programs.

Kansas

Kansas, with a population of about 2.4 million, has been experiencing both a leveling off of its birthrate and increased outmigration in recent years, with the result that the percentage of adults in the state -- particularly in the 30- to 50-year-old age group -- has been on the rise. Economically, the state is better off than most, with an unemployment rate of five percent (which is still twice as high as in the recent past). The state operates on a cash-basis law, and must have funds available to cover its annual expenditures, a fact that eliminates innumerable funding problems.

On the whole, Kansans are well-educated, with a median of 12.3 years of schooling. There are 306 elementary and secondary school districts in the state, 19 community and junior colleges, 14 vocational/technical schools, 42 proprietary schools, 3 statewide universities, 3 smaller regional universities, a two-year technical training institution and the University of Kansas Medical Center. Seventeen four-year private colleges and universities provide general liberal arts education across the state, along with three two-year private colleges. A municipal institution, Washburn University, is situated in the state capitol of Topeka.

The ECS/Kansas Lifelong Learning Project was administered by the staff of the Kansas Board of Regents, in close cooperation with that state's Legislative Educational Planning Committee (comprised of 11 state legislators who are charged with statewide educational planning), the State Board of Education and the Department of Human Resources, which represented the governor's office and also served to link the project with the private business sector. The Kansas project was a highly productive effort that encompassed the following activities: (1) establishment of a broadly representative, statewide advisory committee that worked to define long-term goals for adult learning in the state; (2) use of a unique group planning process known as "futures invention," whereby the members of the statewide advisory committee were able to reach consensus regarding the long-term goals for adult learning in Kansas; (3) administration of a 1980 adult learning needs assessment (which updated a 1975 assessment of adult learning trends and needs); (4) administration of a statewide inventory of the adult learning resources and offerings being provided by Kansas secondary schools, postsecondary institutions, labor unions, businesses, professional associations, the cooperative extension service, and local and state government agencies; (5) completion of an analysis of noncredit learning opportunities that are available in the state; (6) participation

in an ECS-conducted survey of adult learning policies and programs in 10 selected states; and (7) completion of an analysis of the noneconomic benefits of adult learning in the state.

New York

New York has a long tradition of delivering educational services to citizens of all ages. Adult learning needs are being met through the continuing education programs in 530 public school districts; 44 Boards of Cooperative Educational Services (BOCES); 1,071 libraries, museums, and historical societies; 46 public colleges and universities, the combined total for the State University of New York (SUNY) and the City University of New York (CUNY); 113 independent colleges and universities; 60 public and private community and junior colleges; 27 proprietary institutions; and 3 special senior colleges and universities. The state is also served by 9 educational television stations.

Most providers charge tuition or fees to adults, but there is state support for some adult basic education, high school equivalency and adult evening school programs. In addition, adults in credit-bearing courses are counted toward FTE for state support and full-time students who meet the needs eligibility requirements receive tuition assistance.

The clearest indication of New York's commitment to the advancement of adult learning may be its Office of Adult Learning Services (OALS), which was established within the New York State Education Department (NYSED) with a full-time director, in the office of the Commissioner of Education. The OALS director is responsible for the coordination of adult learning services throughout the NYSED, and for overall departmental planning as it relates to adult learners. A broadly representative Statewide Advisory Council on Adult Learning Services relates to the OALS director, who also administered the ECS/New York Lifelong Learning Project.

New York's activities under the project were concentrated in the following three areas: (1) defining and winning support for a set of adult learning goals to be achieved in New York by the year 2000; (2) assessing the current status of adult learning in the state, largely for the purpose of establishing a benchmark for measuring the state's progress toward the achievement of the long-range goals; and (3) devising appropriate strategies for implementing the agreed-upon goals.

The process of building consensus on an eight-point "Goal Statement" began several years before the ECS project was launched. The Statewide Advisory Council initially drafted the document, which was subsequently shared for public reactions in a series of regional forums that were held across the state. Careful records were maintained of the comments and suggestions

voiced at these forums and the statement was revised accordingly. In December 1981, Commissioner Gordon Ambach formally presented the revised statement to the State Board of Regents, which adopted it unanimously.

New York has conducted a variety of assessments of adult learning trends and needs since 1974, and these data were reviewed and considered in the state goal formulations.

During the final year of the national project, the NYSED staff turned their attention to defining strategies (both legislative and administrative) for achieving the eight long-range adult learning goals. This process is continuing beyond the life of the national project, but has already resulted in the introduction of six bills into the New York State legislature. A key aspect of the implementation process has been the definition of "indicators" by which means the NYSED could measure its progress toward the achievement of the goals.

Ohio

Ohio, like other Great Lakes states, has experienced declining employment in its large steel, rubber, heavy machinery and transportation industries. Chronic unemployment has had the most serious economic impact upon those areas of the state with a concentration of heavy industry, and some of the rural counties where the unemployment rate far exceeds the national average. In those areas, many of the unemployed lack skills that are transferrable to other occupations, and new or expanding companies are reluctant to locate plants in areas with a large semiskilled or unskilled labor pool. These factors, in addition to an outmigration of companies and families, have resulted in severe losses in tax revenues and a rapid escalation in basic welfare services, limiting the amount of state money available to public education.

Analyses of adult learning resources in Ohio indicate that a wide range of credit and noncredit, formal and informal learning opportunities are available to adults. Comprehensive and diverse educational resources are readily accessible to Ohio adults through 65 public two-year and senior campuses, 44 private liberal arts colleges and universities, more than 70 specialized institutions (art academies, seminaries and nursing schools), over 200 proprietary institutions, and 615 county, city and local public school districts. Adult learning opportunities are also provided by employers, voluntary organizations and clubs, governmental agencies, professional societies and associations, television, libraries, museums, correspondence schools and the military services. The problem in Ohio is not the availability of adult learning opportunities, but rather, how to maximize the utilization of existing resources in light of the state's need for economic revitalization. The employability of Ohioans caught in

the ever-widening cleavage between workers without jobs and jobs without workers became a major focus of the Ohio lifelong learning project.

The plight of Ohio's economy necessitated a creative move to maximize the effective and efficient utilization of existing educational services by establishing viable and productive partnerships between the providers and users of these services. State officials have served a vital facilitative, coordinating and communications role in stimulating and maintaining cooperative and collaborative relationships between the sectors of government, education and business/industry. Through the sharing of information, equipment, facilities and expertise, both public and private organizations in Ohio have become more responsive to the education needs of individuals and their respective communities. Building stronger linkages between and among these organizations thus became the thrust of the ECS/Ohio Lifelong Learning Project, which was administered by the Ohio Board of Regents.

Under the project, the staff of the Board of Regents have focused their activities on continued education and training of adults for individual and community development. Activities designed to accomplish this goal have been organized into three phases: (1) an exploratory phase, during which the staff gathered background information on the potential for business, government and education cooperation through a series of surveys and regional linkage conferences; (2) a developmental phase, during which the Board's staff began pilot testing the development of regional "work and learning councils," building a network of institutional liaisons who might be contacted for help by local businesses, and forming an active liaison between the Board, other agencies of state government, and business and labor organizations; and (3) an implementation phase, which will continue beyond the life of the national ECS project, and which is focused upon the development and evaluation of public policies that are responsive to the needs that became evident in the earlier phases.

Much of the work done by the Board staff during this project has provided a foundation for proposed legislation regarding a formal "Business, Education and Government Alliance" in Ohio, drafted in response to a legislative mandate that the Board study and make recommendations on a new "extension service" for business, industry and state government agencies. Such a plan, when implemented, could significantly extend the availability of educational services in the state of Ohio.

3. A SYNTHESIS OF THE OUTCOMES OF THE PROJECT

This section of the report presents, from the perspective of the project as a whole, an analysis of the planning processes and the lessons learned in the six pilot states. The consortium approach to planning of lifelong learning had the advantage throughout the project of bringing people engaged in common endeavors (albeit through highly varied methods) together to learn from one another. But the consortium model also has the advantage of presenting six distinctively different approaches to planning, while also offering an opportunity for some comparative analyses of processes and outcomes.

The source material for this analysis consists of the six case studies prepared by the pilot state project directors.[2] The intention here is to look across the six projects for common approaches and common wisdom, as well as for differences in goals, procedures and outcomes. In a sense, this analysis represents the woof running across the warp of the six pilot state experiences. Warp and woof together constitute the fabric of this three-year Kellogg-sponsored project to improve planning for lifelong learning at the state level. The major threads that are common to the activities across the six states may be labeled as follows: goals, involving people, studies and accomplishments. After following each thread across the six pilot projects, we will make some tentative observations about the lessons learned from the experiences of the pilot states and their implications for other planners. The reader should recall that the frequent references to "project liaisons" refer to the individuals in each of the six states who were primarily charged with the administration of that state's activities under this project. The liaisons worked closely with a national project director, based in Denver, in implementing the design of this effort.

Goals

Although the six pilot states had been selected originally because they presumably shared the common goal of "enhancing the state role in lifelong learning," it soon became apparent that political, economic and educational environments differed greatly across the states and that goals would have to be tailored to the times and the environment. Kansas, for example, questioned the

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[2] Summaries of these reports were presented in Chapter 2. Full reports of the six pilot state experiences are in J. B. Hefferlin, ed., Enhancing the State Role in Lifelong Learning: Case Studies of the Six Pilot States, April 1983, available through the ECS Distribution Center for $4.50.

basic premise implied by the project title, i.e., that the role of the state in planning for lifelong learning should be enhanced. In their report, they observed that in the 1960s and 1970s, there was a tendency to define a clear, strong, central role for state governments in planning for education through 1202 agencies and centralized coordinating boards. Their project advisory board, however, had difficulty specifying the appropriate role for government, causing the local project liaisons to reflect on shifting ideas about the role of state agencies in educational planning in this decade.

California had reservations about the implication that extending learning opportunities for adults was a priority for the 1980s. Perceptions of conditions in that state suggested little support for expansion, but rather likely endorsement of greater efficiency through improved coordination of existing resources. As the project got underway, the California liaisons had to assess the political, educational and economic climate in their state and decide which activities were most likely to lead to forward motion with respect to statewide planning. That was not an easy task, given the fact that many states were experiencing what the California report called the "grim reality of the new three R's" of education -- reduction, reallocation and retrenchment.

Quite different approaches were taken by the pilot states to this "grim reality" and its implications for the priority given to improving planning for adult learning.

New York addressed the problem by preparing long range goals. Directing their planning to the year 2000 had two major advantages. It gave ample time for discussion and support, but it also avoided direct confrontation with the present, and we hope temporary, economic depression by directing attention to incremental steps that can be taken now toward long-term goals. Ohio moved forward despite the grim reality by selecting a goal that capitalized on cooperation rather than competition. Recognizing that the theme of economic revitalization for the state would have strong appeal to everyone -- education, business and government -- Ohio selected a project focus that encouraged, indeed required, agencies that might have been competitors for priority attention to work together to accomplish common ends.

Still another positive approach was taken by Colorado. That state's liaisons frankly admitted that, in view of deteriorating economic conditions, they needed to know what the priority for adult education was in the state, and they set about the task of interviewing and surveying state leaders and conducting conferences to determine priorities and explore ideas about which groups should assume responsibility for what activities.

Kansas decided to build on a basically strong tradition of support for adult learning by forming a coalition of state agencies to work together to determine information needs and to develop action plans.

Thus, despite rather generally depressing environments for the launching of new initiatives for lifelong learning, most pilot states found ways to move forward on planning. Perhaps the most interesting lesson learned with respect to establishing project goals was that since all states ultimately accomplished their goals, be they ambitious or modest, deciding what the project was going to accomplish was probably the single most important determinant of the end result. The other lesson, less clear perhaps, but of considerable importance in this era of general depression in education, is that planning can move forward through careful attention to the development of positive yet realistic goals. The most productive projects took one of three approaches: they added an adult learning wing onto planning activities that were already underway in the state; they convened interested parties in the state and then searched for common ground; or they marked off common ground and brought interested parties together to build on it. Each of these approaches represents positive leadership for planning in what might generally be considered a negative environment.

Involving People

The general pattern for planning exemplified in this project was a highly collaborative, widely dispersed pattern of consultation and decision making. This emphasis was apparent from the very beginning. The following statements are taken from the goals statements and rationales across projects:

- To promote dialogue among education organizations, citizens and policy-making bodies about adult education problems, potential solutions and policy options (Colorado).
- To bring together the agencies, organizations and individuals involved in adult and continuing education (Kansas).
- To bring together representatives of a variety of organizations to accomplish [specified] objectives (Ohio).
- A major need was to get ideas from people throughout the state.... It was anticipated that the process of consultation would be a significant factor in gaining acceptance of and support for the goals (New York).
- To identify and bring together all appropriate organizations, agencies (both state and federal), and groups involved in adult, continuing education and lifelong learning in California.

For most of the pilot states, bringing people together and soliciting their advice and involvement became major activities. The answers to four questions will reveal the states' experiences in trying to involve a wide spectrum of people in the planning process: (1) Why is it important to solicit cooperation and involvement? (2) Who should be involved? (3) How can they be involved? (4) What lessons were learned from efforts to involve people?

Why is it Important to Solicit Cooperation and Involvement?

Project staff had many reasons for involving people in planning for adult learning -- to stimulate interest, to win support and acceptance, to solicit advice, to promote cooperation and establish linkages, to gain consensus, to achieve balance and perspective, to invest people with a sense of ownership. Although it was a byproduct and not a calculated reason for involving people, some projects also gained volunteer labor from people who had become interested in the work and ideas of the project.

Basically, the major projects of the six pilot states can be grouped into three general types: (1) those seeking legislation or policy formulation (Kansas and New York), (2) those seeking cooperation or linkages among providers of adult education (California and Ohio), and (3) those seeking advice or opinions about the future of adult education in the state (Colorado and Illinois). Clearly, none of the goals can be accomplished without the assistance of other people and organizations. More specifically, where legislation and statewide policy became the goal, establishing the widest possible involvement and consultation was essential on the premise that ultimately, support would be won through investing people throughout the state with "ownership" in the project. Where the establishment of cooperation and linkages was the goal, the scope of involvement was somewhat narrower, consisting primarily of providers of adult learning services, but depth of commitment and understanding of goals were critical to the success of the project. Where soliciting advice is the goal, involvement can range from a great deal to very little. Colorado, for example, conducted interviews, mailed surveys, held conferences and solicited cosponsorship by other organizations in its efforts to determine what actions were desired by the people of the state. On the other hand, Illinois gained further insight into the needs of adult learners through conducting research with minimal outside involvement, except on the part of the respondents.

Who Should be Involved?

Most project directors would probably answer the question, anyone who has anything to contribute or anyone who has a stake in the process or outcome. However, some people were mentioned more frequently than others. The following quotations present a good overview of the advice and experience of project directors regarding the matter of involvement; they are gleaned directly from the state reports:

- It is absolutely critical that there be top level commitment to a goal-setting process (New York).
- Involvement of key actors from all sectors on advisory and planning committees has strengthened the interest and commitment to [the project] (Ohio).
- Getting those with the greatest interest in particular proposals to formulate them, seek support for them both in the legislature and the field, and in actively pursuing their attainment is a key element in an effective strategy (New York).
- One way to minimize [the feeling of favoritism] is to be sure that all key groups are represented in all key decisions of policy (New York).
- Involve representatives from all sectors early in the planning process (Ohio).
- Keep key actors informed of activities and provide an opportunity for them to make suggestions and share their perspective (Ohio).
- The conference was actively sponsored by eight education groups which share ownership of conference and project outcomes (Colorado).
- It is extremely helpful to have visible support from agency executives (Colorado).
- We decided that a statewide planning conference involving people from all appropriate organizations, agencies and groups involved in adult, continuing education and lifelong learning in California would be the best approach (California).

How Can People be Involved?

Major methods for involving people can be classified into four broad categories: (1) as respondents to surveys, (2) as participants in conferences, (3) as members of advisory committees and special task forces and (4) through special techniques

designed to promote participation. The following discussions derive from the experiences of the pilot states in utilizing a wide range of methods for involving people in their projects.

Involving people as respondents to surveys, questionnaires and interviews. Every pilot state used this method, some consciously to involve people, others more to solicit advice or information. The byproducts of participation in surveys are often more interesting (and occasionally more useful) than the purported purpose of gathering information. Ohio, for example, designed data collection procedures so that colleges had to assume the responsibility for collecting information about the educational programs of local industries. This had the desired effect of putting local providers directly in communication with one another.

In New York, 2,000 volunteers were trained to collect needs assessment data from 28,000 adults. Although this survey was conducted prior to the initiation of the ECS project, it, along with similar needs assessments, is credited with laying the foundation for the initiation and accomplishment of the ECS project. Not so incidentally, it probably generated interest among both interviewers and interviewees. In Illinois, the development of a statewide survey instrument encouraged cooperation between a state university and a community college to assess the learning needs of adults in their local region.

Involving people as participants in forums and conferences. Planning face-to-face meetings in the form of conferences and forums became a major activity of most of the pilot states. In general, such meetings involved representatives from a wide range of organizations and agencies interested in adult learning. The general purpose of the conferences was to explore ideas and permit people to react to them, to exchange information about ongoing or planned activities, to make personal contacts, and to work on special assignments or tasks.

The major activity of New York, which launched a project designed to formulate statewide policy through goal-setting, was the conducting of eight regional forums at which the goals for adult education in the year 2000 were formulated and discussed. Forum participants consisted of a wide array of leaders from education, the legislature and executive offices in the state. An annual conference, hosted by the New York State Education Department, permitted further face-to-face interaction among people who would be intimately involved in formulating and implementing statewide policy.

In Ohio regional linkage conferences were held to bring representatives of education, business and government together to explore ways of working cooperatively, to identify and describe successful programs of cooperation, and to serve as catalysts for future action-oriented, problem-solving activities. Colorado,

after using surveys to uncover nine "challenges" in adult learning, invited participants to a working conference designed to generate ideas for solving the problems identified. Out of 125 people invited, 75 attended, and all of these showed enough interest to do so at their own expense. Most of the participants volunteered to assist with some aspect of post-conference activity.

The California conference of adult educators resulted in a large number of specific suggestions for improving the availability of information about existing educational opportunities.

As was the case with getting people involved through the use of surveys and questionnaires, the byproducts of the methods used to plan, conduct and follow up on conferences should be carefully considered. Many conferences used multiple sponsors, resulting in shared responsibility for the success of the conference as well as in shared ownership in the outcomes.

Another common benefit deriving from conferences is one that usually goes uncounted, namely that of establishing personal contacts that lay the groundwork for future conversations and cooperation. Conferences also provide state education officers with a means for identifying special talents and interests among people throughout the state. California, to cite one example, found members for the statewide advisory committee for the project among conference participants.

Involving people as member of advisory boards and special task forces. Advisory boards and special task forces were found highly useful in most of the pilot states and were generally representative of key figures and organizations relevant to the particular function. Aside from these two observations, the various committees and task forces had little in common across projects. They ranged in size from 13 to 35 members, in status from official appointment by the commissioner of education to an informal convening of fellow professionals, and in duties from conference planning to official endorsements of policy. Some boards met regularly and frequently; others rarely. In one state the 35-member advisory committee became "the heart of the project," while in another, the advisory committee "met several times during the course of the project."

Some projects made extensive use of special task forces designed to accomplish tasks which might range from long-lasting and comprehensive to one-shot and specific. Most of the project direction in Kansas, for example, emerged from a four-person "work committee" consisting of staff personnel from the agencies most responsible for adult education in the state. Other task forces devised questionnaires, developed research methods and instruments, and provided structures for continuing communication and cooperation.

Involving people through the use of special techniques designed to promote participation. Several states used a special technique for involving people in planning that should be mentioned in this report. The method, developed by Warren L. Ziegler, is known as "futures invention," and was utilized in New York prior to the ECS project and in Kansas in two workshops conducted for their 35-member Advisory Board. Participants in futures invention are asked to "picture the world the way they want it to be, then work to make it that way." Basically, the group tasks are (1) to set desirable goals for 20 years into the future, (2) to devise specific strategies for the achievement of the goals and (3) to implement those strategies.

Features of the special technique of futures invention are:

- Sessions derive their content primarily from the insights of the participants, rather than from prepared speeches from so-called experts.

- Sessions require intensive and active involvement in the planning process, including a substantial investment of time.

- Sessions allow participants to test the feasibility of their goal formulations by probing the advantages and disadvantages of each, a process that helps to insure the practical applicability and the "realism" of the resulting recommendations.

The experiences of the two pilot states using the special technique of futures invention were somewhat different. Kansas emerged from the three days of sessions with a set of adult education goals, a set of strategies which included the identification of the initiatives that needed to take place in the state to be certain the goals could and would be implemented, and a timetable for implementation. They were quite pleased with the process and its outcome.

New York used a variation of the process, first with its Advisory Council on Adult Learning Services, and then with more diverse groups in a very modified form. The results with the council were highly productive, resulting in the adopting of goals for the year 2000.

With those groups that had no ongoing existence, the impact was less evident. Even in this case, there were probably desirable consequences from the involvement of individuals who were gaining insight and investment in lifelong learning goals. Thus the lesson to be learned is that it may be important to use the futures invention process with a defined group that has the authority to follow through from goals to implementation.

Lessons Learned from Efforts to Involve People in the Planning Process

Most projects that attempted to involve others in their work were pleased with the results, as the following quotations taken from the state reports indicate:

- All of the meetings and contacts...played an important role in the development of the goals (New York).
- Extensive consultation helped gain acceptance of the final statement (New York).
- A number of valuable contacts were made and issues determined as a result of the regional linkage conferences. These conferences also provided new information on the array of adult learning opportunities available and the number of nontraditional educational service providers that exist in communities throughout Ohio.
- The involvement of key actors from all sectors on advisory and planning committees has strengthened the interest in and commitment to cooperative work-education relations (Ohio).
- Without exception, the people who were interviewed appreciated the opportunity to relate their views on issues and problems (Colorado).
- A core of interested and committed people in the state are available and ready to undertake [a design for the future of adult education in the state] (Kansas).
- The accomplishments of the planning group have been noteworthy.... The tenacity of group members and the dynamics of how the group functions are also worthy of note. Dialogue is open, friendly and productive. Vested interests, which so frequently inhibit productivity of groups such as this, have not emerged (Colorado).
- The Advisory Committee...was effective well beyond expectations and did indeed become the center of the project as well as what is expected to be the future of the project (Kansas).

Despite the high level of general satisfaction, project directors had some words of advice for planners in other states seeking to make involvement effective and productive:

- It is critical to recognize that gaining consensus and action on policies that are not initially high on the priority list of key actors takes time, takes consistent advocacy, and takes persistence (New York).

- An effort needs to be made to balance the concerns and interests of differing groups in order to attract maximum support for proposals (New York).

- Being patient in the development of support is critical (New York).

- Getting those with the greatest interest in particular proposals to formulate them, seek support for them both in the legislature and in the field, and in actively pursuing their attainment is a key element in an effective strategy (New York).

- Involve representatives from all sectors early in the planning process (Colorado).

- Build agenda in advance of meetings so that time is efficiently and effectively used (Ohio).

- Develop a communication strategy so that project activities and research findings can be widely shared (Ohio).

- Keep key actors informed of activities and provide an opportunity for them to make suggestions and share their perspectives (Ohio).

- It is possible to structure situations so that people with diverse backgrounds can contribute thoughtful ideas that are useful in state planning. It is also possible to manage interaction so that vested interests are recognized, yet do not adversely affect efforts for collaborative problem-solving and planning. Honesty in communication, time for trust to develop, and a friendly environment all help. Project meeting agendas have encouraged people to first discuss something important to them or their work, and then to focus on the group's task. Agendas have also included considerable time for social breaks and informal interaction (Colorado).

- Voluntary groups...have both strengths and limitations. Their strengths lie in their commitment to adult education, their knowledge of existing situations and problems, and their willingness to search for ways to improve adult learning circumstances. A chief weakness is due to those same traits. Because the people are so close to the situation, it is difficult for them to be particularly creative in determining policy options. Stimulation from outside the group -- perhaps from outside the field of education -- is needed. The other major limitation can be attributed to the voluntary nature of the group. Voluntary groups do not often make policy. They can, however, play an important role by offering and collecting planning information, by stimulating concern about policy questions, and by providing liaison to many other groups (Colorado).

- Most educators are not used to thinking in terms of state planning and state policy. They are more familiar with program development and program or institutional policy. If they are to give suggestions for state policy options, the context needs to be structured, with many alternate examples given (Colorado).

- Policy makers and educators want assurances that a sound data base exists, from which planning and policy options are gleaned. However, they don't seem to want or have the time for highly technical presentations. The planner must present enough information to be credible, yet not so much as to be 'overly academic.' A limited number of technical reports are needed as 'sourcebooks' for more popular reports and presentations (Colorado).

Studies

Studies and various information gathering activities formed an important part of every state project. The studies were of three general types: (1) studies that grew out of a need for information in order to accomplish explicit project goals, (2) studies that laid groundwork or established a data base and (3) special studies that explored some unique facet of adult education.

Project-Generated Studies

The Ohio project epitomized the project-generated approach to the collection of data. Because the topic selected was new and very little information existed on it anywhere, data and information gathering became a major activity. Ohio's project confined itself to one aspect of adult education, that related to employment and economic development. This suggested the need to determine what learning resources were available to improve the productivity and satisfactions of adults in the workplace. For example, surveys sought information about noncredit continuing education activities in colleges and universities, the nature and extent of employer-sponsored instruction, and descriptions of exemplary services provided to business/industry/government by public colleges and universities. In this type of research, it is easy to target questions and respondents, and it is also relatively easy to make the research an integral part of the project so that data collection and action-oriented activities are concurrent and intertwined.

The Colorado project had as its goal the determination of the priority of adult education in the state and the identification of perceived problems and their solutions. This goal, too, calls for the collection of new information that is directly relevant to the

problem addressed. The Colorado experience stressed the importance of "timely primary data" which is needed in addition to the more easily obtained secondary source data from national and state data banks such as census, employment, etc.

Studies need not be formal in the sense that they utilize structured interviews or mailed questionnaires. Virtually all of the states found a need for further information as they attempted to implement their projects. In some cases the information existed from data bases established previously; in other cases informal methods were used to collect impressions, ideas and perceptions.

Data Base Studies

All pilot states utilized directly or indirectly studies of adult learning interests and participation. In some states, an extensive reservoir of data was already on hand. In New York, for example, there are some 70 publications presenting data collected on the needs, interests and participation of New Yorkers in various forms of adult learning activities.

Three pilot states with one or more needs assessments already on hand from earlier years found it necessary or desirable to conduct further studies. In California, for example, where there is a rapidly changing population, there was a specific need to investigate the opportunities for adult learning available to Spanish-speaking populations and to rural populations, which were both thought to be underrepresented in adult learning activities. In other states, there was the desire to update earlier studies or to document trends by tracking adult participation over time.

Another type of data base survey is just coming into prevalence nationwide, and it too appeared in several of the pilot states. While surveys of learning resources are difficult to conduct, they are especially critical right now for the efficient coordination and use of limited educational resources. There is also considerable justification for a periodic updating of this information since "who is providing what" in the way of adult learning services is in considerable flux at the present time.

While several of the pilot states conducting surveys of learning resources found it difficult to obtain adequate representation from business and industry, the general conclusions arising out of these data collection efforts are that employer-sponsored education is not as prevalent as had been thought, that it reaches only a limited segment of the adult workforce, and that many companies are meeting only a small portion of their own human resource development needs through their own instructional programs (Ohio, Kansas). Thus, it appears that there is an important role for colleges and universities to play in providing educational services to industry, but it is probably equally important to avoid the duplication of services that may result

from lack of communication and understanding among the multiple providers of education for adults. Other providers of adult learning services surveyed in one or more pilot states included professional associations, labor unions, secondary schools, adult basic education centers, vocational-technical education, local and state government, proprietary schools, cooperative extension and noncredit activities in colleges and universities.

Special Studies

Few special studies were conducted by the pilot states, largely because the design of the ECS project emphasized action programs over research exploration. Kansas, however, decided to explore the relatively unknown territory of the noneconomic benefits accruing from adult education. Their interactive method of conducting the study is especially interesting. After a small steering committee of four professionals had determined the scope of the study and had devised an appropriate instrument, four doctoral students expressed an interest in surveying different populations for their dissertation topics. This approach offers the multiple advantages of volunteer labor, involvement of future education leaders of the state, and more thorough investigation than could be conducted with the staff and resources available at the headquarters of the project's liaisons.

Lessons Learned from the Studies Conducted by Pilot States

Three types of learning resulted from the studies conducted in the pilot states. First, there were lessons about determining the need for information and collecting the appropriate data. Second, there was content learning from the information collected, and third, there was process learning regarding the uses to be made of the information. All states found a need for extensive information. Recommendations from project liaisons regarding the need for data and planning for its collection include the following:

- A great deal of background information is necessary for planning, policy analysis and policy development. Secondary data sources are fairly easily attained (e.g., census and employment reports). Their usefulness is limited by factors such as lack of comparability, generality and timeline of data. Timely primary data, which addresses state concerns, is needed to supplement secondary sources. (Colorado)

- Perceptions (or "opinion") data are useful to complement other sources: (1) when the nature of broad issues or problems is unclear; (2) when there is uncertainty about how widespread problems are; or (3) when planners are unsure of how important problems are to other people. Opinion studies are also

appropriate to help find solutions to problems, and to solicit feedback on planning or policy options that are being considered. (Colorado)

- For cost-effectiveness in opinion surveys, perceptions should be sought: (1) from people who are likely to have rather developed thoughts on the topic -- both pro and con; and (2) from people who are generally knowledgeable and who can apply that general knowledge to specific questions. Factual background information can be supplied to familiarize people with the topic, so that they are able to make thoughtful judgments. Narrative comments can be encouraged to help clarify responses and to allow commonly misinterpreted items to be discarded. (Colorado)

- To maintain interest about a topic for which data has been collected, it is helpful to make immediate use of the data. Initial findings can be useful, even though more analysis is to be done. A descriptive summary report can be quickly prepared, including precautions about interpretation in the absence of more extensive analysis. Descriptive results can be used to respond to urgent questions. During initial presentations, comments can be invited. These can aid the planner to better interpret survey results. (Colorado)

- California found the need for new data to address critical questions such as these: How do we protect educational services for adults in a time of resource limitations? How do we determine the priorities among the various educational services for adults?

State reports plus supplementary materials available from the pilot states contain considerable content learning resulting from the various studies conducted, and those will not be repeated here. Some comment, however, should be made about the ubiquitous needs assessments and their contribution to statewide planning.

There now exist hundreds, perhaps even thousands, of surveys of adult learning preferences and participation rates. They have been analyzed in every conceivable way and there is little chance that anything new will be discovered by further studies of the type that have dominated survey research in adult education for more than a decade now. While in our opinion, nothing was added to the general pool of knowledge through the conduct of these studies, there are still some good reasons for state involvement in such studies:

- Survey data are inherently interesting to laymen and educators, alike, and they serve as an excellent vehicle for stimulating interest in adult learning and for enhancing discussion and problem identification.

- Credibility is enhanced by having data from a state's or region's own populations. Although findings by this time have a predictable pattern, locales do differ in the proportion of adults having characteristics that have been shown to make a difference in participation and interest, e.g., age and education attainment.

- The existence of instruments and technical expertise at the statewide level encourages local districts and regions to conduct their own needs assessments and to develop feelings of ownership in the data and an interest in addressing the problems identified therein.

- Participation in surveys, whether from the perspective of a designer of questionnaires, respondent, interpreter of findings or user of data, tends to heighten awareness and concern about the issues in planning for the equitable and useful distribution of educational services to adult learners.

The major challenge now for states possessing good data banks on adult interest and participation is to use the surveys as a basis for moving from data collection and interpretation into action-oriented programs. But as New York observed:

> The needs assessments were useful in determining the scope of adult learning in the state and identifying some of the problems associated with providing full opportunities for adults from all backgrounds. They were less useful for determining solutions, but the data from them were used in supporting various legislative proposals that have been put forward to meet some of the needs identified.

Colorado also had some pertinent observations on the use of needs assessments. While they found that it is possible to draw some statewide generalizations, the data from needs and resource assessments were generally more useful for institutional-level program development. California, however, found that their survey of adult participation was one of the most important outcomes of their project, in part at least, because the new data on which populations were being served by existing opportunities helped order priorities for state funding and helped protect certain services from retrenchment.

Accomplishments

The usual procedure with funded projects is to judge their final accomplishments in the light of their original intentions, but there is no precise way of doing that in this case. The original ECS proposal to the Kellogg Foundation, which resulted in the funding of this effort, emphasized that the project would result

in a variety of action models that might be adopted, in whole or in part, by other states.

The exact character of those models was not, and could not be defined in advance. The operations of state government are not like the "experimental" and "control" group models so common to basic research. It was not the intention of the project to coerce state education leaders into some predetermined mold of an ideal state role in lifelong learning, and then to measure the extent to which they ultimately fit that mold.

Despite these inherent limitations in the design of the ECS project, one can discern several types of valuable outcomes from the effort, all of which should be instructive to education policy makers in other states. These include:

- Documented insights into exemplary state responses to key state-level policy issues.
- The establishment and maintenance within the pilot states of improved structures and mechanisms for interagency communication, cooperation and for assessing adult learning trends and needs.
- The development of a variety of tangible products, including published goal statements, draft legislation, model survey instruments and a wide array of reports and policy papers.

Following is a more detailed consideration of the pilot state accomplishments in each of these areas.

Response to Key Policy Issues

While most of the six pilot states addressed a wide variety of issues that surfaced over the three-year life of this project, we shall select for illustration here six issues that were common to the experiences of all of the pilot states.[3] Where appropriate, methods used by other states for addressing the same issues will also be described briefly.

How does a state go about clarifying its role in the provision of adult learning services? Although several states were concerned about questions pertaining to the appropriate role of state government in providing, coordinating, financing and regulating

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[3]These same six issues are also identified in New York's final project report as examples of the "primary policy issues of concern to leadership" in that state.

adult education activities, Colorado made this issue central to their project. The basic question they took to education and civic leaders throughout the state, through a series of surveys and conferences, was what should be the priority of adult education in Colorado, and which groups should play what roles in the provision of adult education?

At the beginning of the project, the atmosphere in Colorado was described as one of "confusion and competition among educators and policy makers about appropriate and effective roles that the state might play in adult learning and education, and about establishing policy and program priorities."

The first step in addressing the problem was to solicit views from five education groups involved in the delivery of adult learning services. Responses were then combined by staff into a tentative inventory which became part of a questionnaire mailed to a broader sample of 269 educational and civic leaders to determine which issues were "generalized enough and important enough to merit the state's attention." A total of 220 state leaders responded to this first survey, and they showed considerable agreement and consistency on the nature and priority of the problems, as well as on the need to do something about them.

A follow-up survey listed eight concerns identified in the first survey, asking respondents to identify which groups should have what kinds of responsibilities for addressing the concerns. The results of this survey, combined with earlier interview and survey responses, gave the Colorado liaisons enough material to identify "nine major challenges." These challenges were then presented in a two-day conference, cosponsored by eight education groups, at which participants were divided into "challenge groups" and asked to come up with solutions to their assigned challenge. Participants were judged "enthusiastic and task-oriented," and their numerous suggestions are now being formulated into state policy choices.

Thus, one way to clarify state roles in adult education is to ask leaders throughout the state to identify problems, priorities and possible solutions. This solution was used by most pilot states at some point in their project, but Colorado's experience demonstrates that it can become a major vehicle for involving people in the identification of problems, the search for priorities and solutions, and the formulation of policy.

<u>How can adult education be used to help the economic revitalization of the state</u>? In one sense all of the pilot states addressed the issue of the role of adult education in the economy of the state. That comes as no surprise since a major argument for attention to adult education is the need for adults to keep pace with the knowledge explosion and the rapid shift toward an

information-based economy. The New York report puts the issue succinctly:

> The long-run outlook for New York State depends, more than anything else, upon its ability to adapt to the transformation of its economy from one in which growth is based upon the processing of goods to one in which growth is based upon the processing of information. New York and the nation are now passing through an economic revolution as profound and far-reaching as the industrial revolution.

Ohio made the economic revitalization of the state the focus of their ECS project, which "centered around a concern with lifelong education of adults as it relates to employment and economic development in the state of Ohio."

Another more subtle issue lies just beneath the surface of this issue, and that is: How can the state promote cooperation and the maximum use of educational resources? Ohio's project addressed these twin issues by collecting information about what colleges and universities were currently offering in the way of noncredit courses, what kinds of educational activities were being sponsored by industry and what exemplary services were being provided to business and industry by state-assisted colleges and universities. In addition, Ohio developed new linkages between higher education and the business sector through the following activities: (1) a continuing education newsletter focusing on higher education linkages with business, industry and government; (2) a special linkage project to establish continuing contacts between the Ohio Board of Regents and statewide professional organizations and agencies; (3) the creation of new collaborative structures, namely regional Work and Learning Councils and (4) the publication of a booklet for business executives presenting examples of exemplary services provided by institutions of higher education to business and industry. Project directors reported evidence in the state of better planning and better utilization of limited resources through cooperation with other providers, and there are "structural improvements that will provide a much stronger basis for formulating and implementing state policy to revitalize Ohio's economy."

<u>What should be done about "turf" conflicts, and what should be the role of the state in resolving them</u>? In an era when adult learners constitute the only growth segment in education, there is considerable competition for this market. All of the pilot states were troubled in one way or another over the issue of turf conflicts. It obscures agreement on broader issues, results in waste and duplication of scarce resources, and sends divisive and mixed messages to the legislature.

Perhaps the clearest example of the resolution of a typical turf conflict took place in Illinois. During the course of Illinois' involvement in the ECS project, concern arose in that state's General Assembly over high school completion opportunities for adults. The problem was that there was no consistent provider for high school completion activities; in some regions high schools were the primary providers, whereas in other regions the community colleges were the providers. Funding mechanisms and the amount of funding provided for education were different for community colleges and high schools.

The resolution of this turf conflict was accomplished through new legislation which defined local planning districts for adult basic and secondary education which are congruent with existing Illinois community college district boundaries; for areas not part of community college districts, other configurations of planning districts are indicated. A district planning document, approved by the high schools and the community college in the district, must be submitted to the state board of education prior to state funds being approved. The funding mechanism issue was resolved by establishing a standard state reimbursement rate for high school completion programs provided by both high schools and community colleges. By requiring the adult basic and secondary education planning districts to submit annual plans, the state required cooperation among providers, while assuring that the constitutionally guaranteed right to a free high school education was available to all. The legislation has now received the approval of the governor.

How can the state promote regional and local collaboration among providers and planners? This, too, is an issue that concerned most of the pilot states. Occasionally, a solution came about as a byproduct (often planned) of some other project activity. Ohio, for example, used a data collection method that required local providers to meet and discuss their various activities. Illinois found that a needs assessment instrument developed at the state level encouraged local providers to conduct a cooperative local study; regional conferences in several of the states brought people face-to-face to discuss common concerns about the future of adult learning services. The Kansas project, however, placed considerable emphasis on regional planning as they moved from goals to implementation strategies to measures of progress. For example, the goal of regional planning and programming was made explicit in this statement:

> Planning and Programming. Planning and organization for adult learning opportunities and development of programs responding to adult needs should be part of a local and/or regional base.
>
> Regional or local identification of services available, of educational needs in the area, and a process or system to determine which providers can and will provide

> what service -- and then as near as possible to learners in the locality -- was seen as a major goal. Because of the complexity of communication, the need for realistic planning, and the need for speedy program response, the development of 'local study groups' or regional councils as a promotion-coordination-communication link was highly valued by the Committee.

This goal was then followed up with an implementation strategy which read as follows:

> Develop a regional pilot program that will involve providers, private and public; identify what programs need to be developed; and what steps must be taken to serve all adult Kansans in that area. The regional program will serve as a model for eventual development of regional units covering the state.

Finally, a measure of progress toward the accomplishment of the goal of regionalization was stated as the "establishment of regional councils that cooperatively serve geographic areas in a comprehensive, coordinated manner."

What should be the state role in the provision of information and guidance services? State and national surveys have shown that one of the major problems in the distribution of adult learning services is that people are unaware of the opportunities that exist. Federal funding of state-created education information centers helped start programs for the dissemination of information, but since the federal help has ceased, many states are not addressing the problem of how to make adults aware of existing opportunities. New York currently has a bill before the state legislature for the "improvement and expansion of the system of education information centers so that adults may be provided with appropriate education and training information to enable them to meet the labor demands of business and industry within the state."

From the beginning, California determined that the major problem in their state was not the expansion of adult learning opportunities, but the improved coordination of existing services. Opportunities for low-cost postsecondary education in California are among the greatest in the nation, but conferences and surveys sponsored by the California project documented the fact that there are still subpopulations in the state that are seriously underserved. The following description of the problem is taken from the California final report:

> In the project's first year, the main policy issue concerned whether or not we could improve the coordination of the various providers of adult learning services in California, and whether we might coordinate our efforts to work with individuals and agencies

responsible for the information centers that provide information on lifelong learning activities to California citizens. Since we felt that California generally had a sufficient number and scope of learning opportunities for adults, our concern was how to improve people's awareness of where those programs were and how they might become involved.

To address this issue, the California project invited representatives from organizations and agencies involved in adult education to a two-day conference to generate specific recommendations regarding information services in the state. Conference participants were sent a background paper entitled, A Report on Educational Information Services in California" (see Appendix E) which presented findings on which groups were served and what gaps existed in present education and occupation information, the problems of duplication and delineation of function among the many providers of information, the need for evaluation and oversight, and the difficulty of providing more accurate, up-to-date and comparable information throughout the state.

Outcomes of the conference included a paper entitled "A Summary of Suggestions for Improving Education Information Services in California," (see Appendix E) which offered 180 specific suggestions in the areas of audience/priority groups, staff training and development, financing, oversight, evaluation, delivery systems (computerized, regional, local and statewide), definition of roles of providers, coordination and linkages, and elimination of duplication

How can a state develop a comprehensive long-range approach to planning and implementation of learning services for adults? This issue is left until last because it is so comprehensive that it constitutes an appropriate wrap-up of the issues addressed by the pilot states. The New York project best illustrates the comprehensive goal-setting approach to planning.

The major purpose of New York's ECS project was "to develop goals for adult learning services in the state for the year 2000 and gain acceptance of the goals by the Board of Regents, the educational community in the state, the Governor, the Legislature, and the public." The goals, as finally developed, addressed concerns such as the public interest, the location, timing and providers of learning services, information and guidance services, quality control, assessment of learning outcomes and financing of adult learning, all in the year 2000. The goals, which are described in a widely distributed publication, were developed and critiqued through a series of forums held throughout the state. Comments from these forums were analyzed and synthesized by the staff and then presented to the Commissioner's Advisory Council on Adult Learning Services, which in turn solicited the advice and approval of the Board of Regents. The extensive consultative

process used by New York took some three years and eventually resulted in the unanimous approval by the Board of Regents of a set of goals to be accomplished by the year 2000.

The project report from New York stresses the importance of setting the year 2000 target date "far enough into the future to allow time for the changes to be made that would be necessary to achieve implementation, but close enough so that people could think realistically about the steps necessary to achieve them." The necessity for patience and the extensive and representative involvement of concerned parties is a theme that runs throughout the New York experience. The project report noted that a key factor in making the iterative process productive was "having enough continuity of participants in each group, including most critically, the Advisory Council, and having good documentation so that new participants could review what had gone before." The state is now embarking upon a plan for implementation which involves, among other activities, an extensive "public awareness" campaign and the identification of indicators of progress toward the goals.

The experiences of the pilot states demonstrate that despite the reluctance of planners to generate new demands for public expenditures, much can be done to plan for the emerging learning society in which most people will continue to learn throughout their lives, and many of the organizations of society will be providers of learning services for adults. Not to plan for the virtual certainty of the changing role of education in the society would be short-sighted indeed, and the pilot states addressed some of the most troublesome issues in planning for lifelong learning.

New Structures for Lifelong Learning Initiatives

During the course of this project, most of the pilot states took actions that resulted in the creation of new organizational structures, e.g., a new organization, task force or commission for considering or coordinating adult learning services. States differed greatly in the extent to which they considered lifelong learning a "special" topic requiring or benefitting from new structures. Some states perceived the whole issue of lifelong learning as simply one aspect of ongoing planning responsibilities. Illinois, for example, took the position that it was unnecessary to establish any new structures to deal with statewide issues related to lifelong learning on the ground that, "sustained progress was best insured by reshaping and enhancing successful efforts rather than emphasizing the initiation of new ones." The more common approach among pilot states, however, was to treat the ECS project as "special." Frequently such special treatment continued in the form of post-project structures and projects concerned with lifelong learning. Whether new structures were perceived as needed or not depended on existing structures and mechanisms as well as on traditions of governance and decision

making in the state. But the perception of need for new planning mechanisms and structures also depended on the momentum generated by the ECS project activities. In general, special structures were more likely to arise in states where the ECS project had some identification apart from ongoing planning activities.

In Kansas, for example, there is a plan to organize "a statewide Task Force Council to address issues raised in the ECS project report, to serve as a focal point for adult education awareness, to encourage implementation and response to adult education needs in the state." In Ohio, the development of five regional Work and Learning Councils is underway. Their purposes are to provide a structure for continuing communication and exchange of information regarding work and learning issues, to provide a mechanism for the dissemination of information, and to increase communication and cooperation among providers and users of adult learning services. At the state level, the Ohio General Assembly is considering legislation calling for the creation of the Ohio Business, Education and Government Alliance which would serve as "a coordinating mechanism for the long-term collaborative efforts of education, business/industry, and government to improve Ohio's economy." A new Coordinating Council to monitor the role of instruction, public service and research in the revitalization of the state's economy is another piece of the new structures set in place to generate continuing communication and cooperation among education, business and government.

At the start of the ECS project, New York had a number of specialized structures in place to work on planning for lifelong learning. The commissioner of education of the State of New York had appointed the Commissioner's Advisory Council on Adult Learning Services, and there was also a Department Committee on Adult Learning Services with representation from all sectors from the department of education concerned with services to adults. These groups, with designated responsibilities, continued to represent a channel for developing initiatives and recommendations to the Board of Regents and the legislature. Apparently these special structures are effective. For the last three years, adult learning proposals have been included in the New York Regents' legislative program.

While the New York lifelong learning committees serve as examples of structures with designated authority to advise and recommend, the new structures emerging in Colorado are more informal. The eight education organizations that were brought together during the project to cosponsor the conference on addressing the nine challenges of lifelong learning now form an inter-organizational planning group that "provides a mechanism for non-threatening, task-oriented discussions of adult education."

These brief descriptions of the role played by new structures in implementing planning and policies for lifelong learning run the gamut from total integration within existing statewide planning

structures to the creation of groups formed largely for communication on issues of common concern, to special committees and commissions charged with major responsibilities for planning for lifelong learning. Which model works best depends largely on the traditions and structures of the state, but it appears that one useful mechanism for states wishing to give high visibility to planning for adult learning is the creation of special structures to deal with it. We can probably assume that the more prestigious the commission, the more the concern about adult education in the state will be highlighted and given visibility.

Other Products and Outcomes

All of the pilot states generated a certain number of tangible products that are easily transported and may be used or adapted for use by other state planners. In this section of the project summary, we provide an annotated list of the products available. These products fall into three categories: (1) publications, (2) survey/assessment instruments and (3) draft legislation.

Publications. Since 1980, the six pilot states have collectively generated at least 29 reports and policy papers on key aspects of adult learning planning and policy development. (This is in addition to six other major reports that were developed by the projects national staff and selected consultants.) An annotated bibliography of both the national and pilot state publications appears in Appendix E.

Survey/Assessment Instruments. All of the pilot states conducted one or more surveys or needs assessments for the specific purpose of amassing information that might be useful to their planning and policy development efforts. Some of the assessments were highly specialized, such as Ohio's efforts to determine the extent to which that state's college and university system was providing community services to the private business and industry sector. But most of the surveys were designed primarily to gather trend data of a more general nature.

While the information derived from these surveys might be specific to the states in which the surveys were conducted, a familiarity with the questions that were selected for inclusion on these instruments can be quite instructive to leaders in other states who might be contemplating the conduct of surveys and assessments. Hence, readers are encouraged to contact the pilot state liaisons listed in Appendix A for copies of their survey instrumentation.

Legislation. During the three years of this project, legislation was an outcome in approximately half of the pilot states. Several other states will move toward policies that require legislative action, but to date only New York has an extensive legislative program pertaining to adult learning. The six bills included in the New York Regents' 1982 legislative program addressed the

following topics: state aid to school districts for high school completion programs for adults, funds for occupational programs to meet specified manpower needs, improvement and expansion of education information centers, extension of eligibility for financial aid to part-time students, competitive grants for parent education programs, study of technology for improved library services. A one-page summary of these bills is available from the New York project office.

The project Advisory Committee in Kansas has submitted a legislative resolution that will lay the groundwork for legislative response to the goals statements that have been formulated. That resolution, which is a broad description of the desirable characteristics of a lifelong learning program for Kansas, will be introduced to each house at the beginning of the legislative session in January 1983.

Illinois has addressed the problem of making high school completion opportunities available to all adults through legislation delineating planning districts and requiring planning documents from each district prior to funding. Illinois also has new policies requiring program review and approval for off-campus programs and a centralized card catalogue for academic libraries. These policies are briefly described in the final project report from Illinois.

CONCLUSIONS AND IMPLICATIONS

Many educational leaders are distressed that at the very time when education seems critically important in meeting our changing personal, social and economic needs, mainstream education seems to be suffering widespread depression. Reck Niebuhr,[4] after pointing to the challenges to education of the information society, the international competition, and the computer and telecommunications revolution, observes that

> The mainstream higher education leadership is not responding to the opportunities within these challenges. Low morale, depression and a mood of hopelessness is spreading across American higher education as the demographic dip of the traditional market takes hold. Instead of organizing to meet the expanding lifelong learning needs of the citizenry, the strategy of choice to meet the crisis is retrenchment of faculty and staff.

The purpose of the Kellogg grant was to help educators look ahead, beyond the current demographic and economic dip, to the profound challenges to education in meeting the needs of the learning society. The six pilot states participating in this project were selected from among many applicants because they seemed to have made the commitment to rise to the challenge of planning for a future in education that is not a simple extension of the past.

That future will most certainly involve a revolution in the delivery systems of education; it will involve new partnerships; and it has already involved the adult citizenry in the widest participation in education that the world has ever known. The California survey found that 42.4 percent of California adults participated in some form of organized instruction last year. Not to plan for such sweeping change in the role of education in the society would be short-sighted indeed. But the pilot states faced the same problems that other states face -- reduced funding, competition with other statewide priorities, pessimism and lack of public confidence, and reluctance on the part of planners to raise hopes or stimulate new aspirations.

Pilot states rose to the challenge in very different ways. The most general conclusion that can be drawn from this three-year project on Enhancing the State Role in Lifelong Learning is that despite the nationwide depressed economy, it is possible to do almost anything about addressing the issue of lifelong learning that planners decide needs to be done. The implication arising

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[4] R. Niebuhr, "A Once-in-a-Century Update of the Educational Model," Temple University, 1982.

from such a sweeping assertion is important; it means, be careful what you set out to do, for the chances are reasonably good that you will accomplish it. At least such is the experience of the pilot states. To be sure, planners accomplish their goals by assessing the political and economic climate of their state and setting their aspirations accordingly, but planning involves creating climates as well as accepting them. Under the heading of "Learnings to be Shared with Planners in Other States," we find this piece of advice in the New York report. "It is critical to recognize that gaining consensus and action on policies that are not initially high on the priority list of key actors takes time, takes consistent advocacy, and takes persistence."

The corollary to the observation that goals, great and small, are likely to be accomplished is that in the present climate of competing priorities, planners found ways to avoid head-on competition and controversy. Sometimes they opted for low visibility, keeping their heads below the parapet and concentrating on gathering information, analyzing options and seeking solutions to recognized problems. At other times, however, high visibility was critical to gaining widespread support and cooperation. In these instances, high visibility activities were characterized by careful neutrality in making sure that all voices were heard, that conflicting organizations and agencies were represented, and that differing ideas and opinions were thoroughly aired.

Perhaps the most effective strategy for avoiding competition with competing priorities lay in the definition of the planning process. If the process could be defined so that there were no losers then visibility is an asset rather than a problem, and cooperation and support can be sought with vigor. It would be hard to find losers in the Ohio project, to cite but one example, where enhancing the role of education in the economic revitalization of the state would seem to benefit everyone. Time spent on the original formulation and design of the planning process is, without doubt, time well spent.

There were many studies conducted within the pilot states in the course of the three years. They ranged from data collection to policy studies to doctoral dissertations. No simple assessment can be made of their value, but distinguishing between studies that are essential and which will merely reinvent the wheel is not always an easy task. It becomes critically important, however, in times of diminished resources.

A few tentative guidelines might be suggested from our observations of studies conducted during this project. Many of the more extensive (and expensive) studies start with a review of the literature. All too frequently, however, the commitment has already been made to do the study regardless of what the review shows about the state of existing knowledge. Perhaps funding for

studies should be done in two stages, first the demonstration of need, and then, if the need exists, the collection of data.

Another guideline that seems relevant to the type of studies done by planners is to inquire in advance how the findings will be used, i.e. what would be done differently if planners knew the answer to the questions they are asking? In so-called basic research, uses may emerge much later, but then the question is whether "basic" research is a desirable function for a planning office.

These suggestions for improving the information base upon which planning is done are not meant to underplay the importance of collecting data and conducting analyses, only to make them more helpful and useful. Most of the studies done in the pilot states were clearly helpful, and the iterative processes of building the project with sound, up-to-date information that is relevant to the populations concerned, cannot be overemphasized.

Finally, although the accomplishments of the pilot states stand pretty well on their own merit, a word should be said about the implications of such accomplishments for other states. The first implication is that it is important for other planners to know what has been done as well as to see what might be done. The state reports and other materials available through the pilot states form a rich background of information regarding the current state of the art in statewide planning for lifelong learning. The materials are easily available and constitute a rich source of ideas as well as experience. Appendix E of this summary report contains annotated descriptions of the materials available, where to get them and any associated costs. We hope that this information will advance the efforts to plan for lifelong learning in other states.

A second implication arising out of these accomplishments is that the issues addressed by the pilot states are universal and multifaceted. They trouble most planners in most states, and there are no simple resolutions, but the evidence is that they can be addressed systematically and imaginatively. It is our hope that by sharing experiences, information and strategies, planning for lifelong learning will be made more efficient and effective.

APPENDICES

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Appendix D

QUICK REFERENCE GUIDE TO PILOT STATE EXPERIENCES UNDER THE PROJECT

STATE COMPETENCIES	PILOT STATES CA	CO	KS	IL	NY	OH
A. Establishing and Maintaining State-Level Advisory Committees						
1. The nature and role of appropriate leadership in any state-level planning effort.	X	X	X	X	X	X
2. Establishing voluntary inter-agency advisory committees (selecting committee members, inviting them to serve, sustaining their interest and cooperation, etc.).	X	X	X	X	X	X
3. Resolving "turf" battles among advisory group members.	X	X	X	X	X	X
4. The importance of goal statements in focussing the deliberations of planning groups.		X	X		X	X
5. The importance of maintaining communication among advisory group members.	X	X	X	X	X	X
6. Financing state-level deliberations through the creative use of limited funds from a variety of sources.	X	X	X	X	X	X
7. Developing strategies for implementing state goals and objectives.			X		X	X
8. Winning widespread support and visibility for adult learning initiatives (by selecting priorities that appeal to most of the "power groups" within a state).					X	X
9. Insuring that the deliberations of planning groups are widely and regularly communicated to other interested parties in the state.		X	X		X	X
10. Methods of building consensus on proposed adult learning initiatives:						
a. through advisory group meetings	X	X	X	X	X	X
b. through local and regional forums		X			X	X
c. through statewide conferences	X	X	X			X
d. using the "futures invention" group planning process		X	X		X	
11. Strategies for winning legislative support for adult learning policies and programs.		X	X		X	X
12. Strategies for sustaining public interest in the policy development process over the often lengthy periods during which these policies are being debated.		X			X	
13. Strategies for preserving gains in the extension of adult learning services during a period of fiscal stringency.	X					X
14. Limitations/pitfalls in the establishment and maintenance of state-level advisory groups.	X	X	X	X	X	X

(Over)

STATE COMPETENCIES	PILOT STATES CA	CO	KS	IL	NY	OH
B. Conducting Statewide Assessments of Adult Learning Needs and Resources						
1. Building broad-based support and cooperation for the conduct of needs/resource assessments.	X	X	X	X	X	X
2. Selecting an appropriate approach toward data collection:						
a. Delphi survey technique		X				
b. individual face-to-face interviews	X	X	X	X	X	X
c. sample telephone surveys	X		X	X		
d. "secondary research" (using appropriate and timely published data from a variety of sources)	X	X				X
e. winning consensus at state-level conferences	X	X	X		X	X
3. Financing state-level assessments.	X	X	X	X	X	X
4. Selecting the populations to be surveyed (effective sampling techniques and approaches).	X	X	X	X	X	X
5. Designing appropriate data collection instruments and procedures (questionnaires, interview guides, etc.).	X	X	X	X	X	X
6. Devising inexpensive data collection methods.		X				X
7. Examples of data collection intruments available upon request.	X	X	X	X	X	X
8. Suggested <u>standard</u> items for adult learning surveys that would permit interstate comparisons of findings.	X	X	X	X	X	X
9. Compiling information from each of the agencies and organizations represented on the statewide planning group.	X	X	X	X	X	X
10. Developing and maintaining centralized data collection systems that enable states to monitor adult learning trends.		X			X	X
11. Conducting inventories of adult learning <u>resources</u> (instructional offerings, counseling services, etc.) in both the public and private sectors.		X	X			X
12. Contracting for the conduct of assessments by external research firms (including procedures for developing an RFP).	X			X		X
13. Analyzing survey data and instruments from other states and relating them to the needs of your state.	X	X	X	X	X	X
14. Assessing the nature and scope of noncredit adult learning opportunities within the state.		X	X			X
15. Assessing the impact of the state's cooperative extension services upon adult participation rates.			X			
16. Assessing the extent to which business and industry conduct or sponsor adult learning opportunities.			X			X

STATE COMPETENCIES	PILOT STATES CA	CO	KS	IL	NY	OH
17. Packaging assessment results in a manner that facilitates their consumption by state education policy makers.	X	X	X	X	X	X
18. Utilizing survey results to promote public support and understanding of adult learning needs.	X	X	X		X	X
19. Methods of helping policy makers establish priorities in the light of the data collected.	X	X	X		X	X
20. Examples of how key findings in pilot state assessments were used to influence planning and policy development.	X	X	X	X	X	X
C. Adult Learning as a Vehicle for Economic Development						
1. The importance of local and regional planning entities in effecting industry/education (I/E) cooperation. (How to establish and support local "work and learning councils.")		X			X	X
2. How to involve the private sector in state-level planning and policy development efforts. (Persuading business and education leaders to work together.)		X				X
3. Establishing and maintaining a state-level entity, comprised of public and private representatives, that would coordinate I/E initiatives.		X				X
4. The importance of maintaining communication among the members of state I/E groups and their respective constituencies.						X
5. The importance of goal statements (and state master plans) in focussing the deliberations of I/E groups.		X			X	X
6. Listing of specific steps that state government might take to promote I/E cooperation.	X	X	X	X	X	X
7. Assessing the nature and extent to which business and industry conduct or sponsor adult learning opportunities.						X
8. Effecting cooperation between state education agencies and public agencies that are concerned with economic development.		X	X		X	X
9. How to assess the extent to which a state's education delivery system is responsive to the needs of the business community.						X
10. Sample assessment instruments for #9.						X
11. Examples of how schools and colleges are helping to bolster the productivity of business.	X	X	X	X	X	X
12. How to plan, conduct, and evaluate "linkage conferences" that bring together representatives of business, government, and education.		X				X
13. Overcoming internal barriers to I/E that exist in both colleges and companies.		X				X

(Over)

STATE COMPETENCIES	PILOT STATES CA	CO	KS	IL	NY	OH
14. How schools and colleges can be used to bolster productivity among public employees.						X
15. How to set up a network of campus I/E liaisons.						X
16. Using futuristic projections to determine job training and retraining needs.					X	
17. Advantages and methods of publicizing the extent to which the education community is responding to the business community.						X
18. Publishing a directory of education/training opportunities available in the public and private sectors.						X
19. Limitations/pitfalls associated with pursuing an I/E focus within a state.	X	X	X	X	X	X
D. The Noneconomic Benefits of Adult Learning						
1. Definition of this type of benefit, and a consideration of its usefulness in state-level planning and policy development.			X			
2. Description of one state's development and use of noneconomic benefits data.			X			
3. Example of a special instrument and related procedures that have been developed for use in compiling this sort of information.			X			
4. Discussion of the use of this instrument and procedures with regard to the following groups of adult learners:						
a. registered nurses			X			
b. adults participating in the Kansas cooperative extension service			X			
c. adults participating in learning opportunities provided by Kansas businesses, vocational/technical schools, and community colleges.			X			
d. adults learning at Kansas adult education centers			X			
5. Limitations/pitfalls in the use of noneconomic analyses to justify/evaluate adult learning initiatives.			X			
E. Outreach Services to Adult Learners						
1. Establishing and maintaining an advisory committee on off-campus programming that might help in defining quality criteria for such efforts.		X		X		
2. Resolving conflicts about which institutions are best able to serve various types of adults.	X	X		X		
3. How to assess the need for additional outreach services.	X	X	X	X	X	X
4. Coordinating the delivery of "educational brokering" services within a state.					X	
5. Solving the problem of reaching historically underserved segments of the adult population.	X				X	

STATE COMPETENCIES	PILOT STATES CA	CO	KS	IL	NY	OH
6. Examples of state outreach activities:						
a. History, description, financing, and impact of a model "Rural Education Center" (REC) for adults.		X				
b. Description of the design, operation, and impact of an EIC program in a large state.					X	
c. Planning for the expanded use of the new communications technologies (television, computers, telephone, satellites, etc.) to serve distance learners.	X	X	X	X	X	X
d. Establishing a statewide system of sharing library resources among both on-campus and off-campus learning centers.				X		
7. Examples of policies related to the review and approval of off-campus programming.				X		
8. Limitations/pitfalls in the state-level design and conduct of outreach activities.	X	X	X	X	X	X

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Appendix E
ANNOTATED BIBLIOGRAPHY OF PROJECT PUBLICATIONS

Publications Available from ECS*

Linda West Bing, State Policies and Programs in Support of Adult Learning: A Survey of Selected States, ECS, July, 1982. Draws upon data collected from ten states to illustrate what states are doing in support of adult learning, how and with what degree of success. The report focuses upon what these states are doing to promote efficiency, quality and access to adult learning by legislative and procedural means, and also comments on the prospects for future state funding of adult learning activities. Price: $4.00.

Norman D. Kurland, Robert Purga and William Hilton, Financing Adult Learning: A Spotlight on the States, ECS, July, 1982. Discusses key issues related to the financing of adult learning and presents a strategy whereby states might more clearly establish their priorities in this area. The paper looks at historical financing trends, current issues and needs in the area of finance, and a strategy for the collection and analysis of information about current finance needs in the states. Price: $3.00.

William Hilton, Adult Learning Innovations: Vehicles for Social and Economic Progress, ECS, July, 1982. Discusses the policy implications of the many new technological innovations in the planning and delivery of adult learning services. Paper includes descriptions of a variety of innovations (such as telecourses, computer-assisted instruction, satellites, and instructional telephone networks) along with a consideration of the financial and policy implications of using these approaches. Price: $3.00.

J.B. Hefferlin, editor, Enhancing the State Role in Lifelong Learning: Case Studies of the Six Pilot States, ECS, December, 1982. Reflects detailed reports of pilot state activities under the project, as written by the principal project liaisons in California, Colorado, Illinois, Kansas, New York and Ohio. Each report includes specific advice and suggestions for possible adoption by education planners in other states. Price: $4.50.

K. Patricia Cross and William Hilton, Enhancing the State Role in Lifelong Learning: A Summary of the Project, ECS, December, 1982. Briefly summarizes the activities of the six pilot states and synthesizes the outcomes of the entire effort. A series of helpful appendices list the names and addresses of all of the pilot and associate state liaisons, summarizes specific areas of experience in which the pilot states might be helpful to planners in other states, and present an annotated bibliography of all of the project publications. Price: $4.00.

William Hilton, "Building Consensus on Adult Learning Policy Alternatives," ECS, January, 1983. A pamphlet that summarizes the pilot state experiences in their efforts to establish and maintain collaborative planning mechanisms, and to utilize less formal means of winning support in the definition and implementation of adult learning policy alternatives. Price: $2.50

William Hilton, "Adult Learning Innovations: Vehicles for Social and Economic Progress," ECS, January, 1983. Summarizes the experiences of the pilot states in the area of industry/education cooperation, with a particular emphasis upon how schools and colleges can help to promote human resources development. Price: $2.50

William Hilton, "How to Ascertain the Demand for Adult Learning Services in Your State," ECS, January, 1983. A pamhplet that summarizes the pilot state experiences in the area of conducting surveys and needs assessments that yielded useful planning data, and in the use of those data for plannning and policy development purposes. Price: $2.50

William Hilton, "The Non-Economic Benefits of Adult Learning," ECS, January, 1983. Summarizes work performed in Kansas under the general direction of Charles R. and Margery K. Oaklief (Kansas State University) that focuses upon the benefits and characteristics of adult learners in that state. Price: $2.50

William Hilton, "Reaching out to Adult Learners: The Why and The How of It," ECS, January, 1983. A pamphlet that summarizes the experiences of the pilot states in their efforts to design, develop and maintain programs and services that would maximize adult learner access to further learning opportunities. Price: $2.50

Pilot State Publications

California

Janis Cox Coffey, "The ECS/California Lifelong Learning Project: A Case Study," California Postsecondary Education Commission, December, 1982. Summarizes the activities of this state under the three-year project.**

Clare Rose and Cheryl C. Graesser, Adult Participation in Lifelong Learning Activities in California, Evaluation and Training Institute, California, 1981. Reports the findings of a statewide survey commissioned by the California Postsecondary Education Commission to determine the actual participation rates and preferences of adults in various lifelong learning activities throughout the state.

"Learning Activities of California Adults," Staff Report, California Postsecondary Education Commission, California, 1982. Summarizes the findings of survey research literature on the characteristics of adult learners, raises policy issues and provides an analytic framework for policy discussion.

Janis Cox Coffey, "Protecting Educational Services for Adults in a Time of Retrenchment," California Postsecondary Education Commission, May, 1982. A policy statement developed with the guidance of the Statewide Advisory Committee to the ECS/California Lifelong Learning Project.

* Materials available from ECS may be requested for the prices indicated from the Publications Department, Education Commission of the States, 1860 Lincoln, Suite 300, Denver, Colorado 80295.

Colorado

Sheila Knop, The Colorado Case: Experiences and Accomplishments of the Colorado Lifelong Learning Project, Colorado Commission on Higher Education (CCHE), September, 1982. Includes descriptions of the environment for state-level planning in Colorado, the objectives of the ECS/Colorado project, project activities and preliminary outcomes. Incorporates sample survey instruments that were designed to solicit educator and lay citizen perspectives on adult learning issues and the state's role in resolving them.**

Sheila Knop, Data for Policy and Program Decision-Making (Working Title), CCHE, Forthcoming, March, 1983. A publication that integrates project data with Census data for Colorado, 1970 and 1980.

Sheila Knop, Technical Report: A Source Book on Colorado Adult Learning and Education Issues, Potential Solutions and Policy Choices (Working Title), CCHE, Forthcoming, May, 1983. In addition to the data-based source book, several summary papers, highlighting key Colorado issues and alternatives will be available.

Sheila Knop, Public Opinion Studies: Low-Cost Methods for Soliciting Perspectives of the Public and Special Interest Groups. A paper accepted for presentation in the Political Science Section, Western Social Science Association, Annual Meeting, April, 1983.

Illinois

Robert Wallhaus and Tim Rock, Education Commission of the States Lifelong Learning Project Pilot State Report: Illinois, Illinois Board of Higher Education, December, 1982. Summarizes the activities of this state under the three-year project.**

The 1982 Survey of Adult Learning, Staff Report, Illinois Board of Higher Education, Forthcoming early in 1983. Report will summarize the findings of a recent random sampling of households that was designed to determine the nature and extent of adult learning in this state. This survey updates a 1978-79 sample survey that was conducted for the same purpose. Copies of the instruments and procedures used in the conduct of both surveys are available.

Policies Related to the Review and Approval of Off-Campus Programs of Public Universities, Independent Colleges and Universities, and Out-of-State Institutions, Staff Report, Illinois Board of Higher Education, Fall, 1982. Reports on the work of a state-level advisory committee that was established to assist the Board's staff in defining quality criteria for off-campus programming.

Kansas

Gene Kasper, Kansas: Enhancing the State Role in Lifelong Learning, Kansas Board of Regents, December, 1982. Summarizes the activities of this state under the three-year project.**

Non-Credit Continuing Education Activities in Kansas Universities and Colleges, FY 1979-1981, Staff Report, Kansas Board of Regents, 1982. The report presents the findings of an evaluation of all noncredit offerings available from Regents universities, community colleges and private colleges and universities in the state. Data is presented on a series of factors grouped by local institution program control and responsibility, cooperative program responsibility with another institution or agency, and host services.

Non-Credit Continuing Education Activities in Regents Institutions in Kansas, FY 1979-1981, Staff Report, Kansas Board of Regents, 1982. Presents the findings of a three-year evaluation of all continuing education non-credit offerings from six Kansas Regents universities, based on a series of factors including purpose of instruction, funding sources, participant and instructor qualifications and number and content of activities.

Goals for Kansas in Adult Learning - The Use of the Futures Invention Process for Goal Setting, Staff Report, Kansas Board of Regents, 1982. A summary of the "futures invention" process as it was applied in projecting a future for adult learning in Kansas by the year 2000. The report describes the process, as well as the goals that resulted from the process, and initiatives to implement those goals.

Techniques for Assessing Organized and Structured Non-Credit Learning Opportunities, Staff Report, Kansas Board of Regents, Forthcoming, 1983. The report develops a rationale for assessing organized and structured learning opportunities that impact on economic development activities. Included is a recommended assessment technique and instrument and a summary of findings from an evaluation of business and industrial learning opportunities available during 1981 in Kansas.

Charles R. and Margery M. Oaklief, The Benefits and Characteristics of Adult Learning in Kansas, Prepared for the Kansas Board of Regents, December, 1982. Explores the non-economic benefits, individual and societal, that accrue to the state because of adult participation in further learning opportunities. Four different groups of learners were surveyed to determine actual benefits. These groups included participants in cooperative extension activities, nurses, community college adult students and participants in adult basic literacy classes.

Continuing Education Needs and Interests of Kansas Adults, Staff Report, Kansas Board of Regents, Kansas, 1981. Personal interviews with 998 randomly selected Kansas citizens to determine educational needs, interest and barriers in educational opportunities.

Summary and Highlights of Continuing Education Needs and Interests of Kansas Adult Learners, Staff Report, Kansas Board of Regents, Kansas, 1981. Identification of important and major findings and results from a personal interview of 998 randomly selected Kansans in which needs and interests were expressed.

A Description and Summary of Organized and Structured Learning Opportunities through the Kansas Cooperative Extension Service, Kansas Board of Regents, Kansas, 1982. A survey of all organized and structured learning opportunities for adults offered during a calendar year by all Kansas Cooperative Extension personnel including delivery format, content, time and level and type of instruction.

New York

New York State Goals for Adult Learning Services, Office of Adult Learning Services, State Education Department, New York, 1981. Presents eight goals for adult learning services in New York by the year 2000. The format includes background information for each goal, a history of the development of the goals and a futures-oriented conclusion.

"Regents 1982 Legislative Program: Selected Bills Affecting Adult Learning," Office of Adult Learning Services, State Education Department, New York, 1982. A one-page description of the New York Board of Regents 1982 legislative program. It includes a brief summary of each of the bills.

Norman D. Kurland, New York Case Study, Office of Adult Learning Services, State Education Department, December, 1982. Summarizes the activities of this state under the three-year project.**

"Plan to Learn: A Public Awareness Program for Adult Learning in New York State," Office of Adult Learning Services, State Education Department, October 20, 1982. Presents a plan for a state-level campaign to promote public awareness of the importance of adult learning. Other states, interested in launching similar campaigns, will find this document instructive.

New York State Education Department Publications Related to Adult Learning Services, Office of Adult Learning Services, State Education Department, November, 1982. An unannotated bibliography of 71 publications on key aspects of adult learning that have been developed by various offices within the department. Some of the publications listed are in Spanish. This seven-page document also identifies the source of each publication, and provides cost information where appropriate.

Ohio

A Report on Noncredit Continuing Education Activities in Ohio: 1980-1981, Staff Report, Ohio Board of Regents, Ohio, 1981.

A Report on Noncredit Continuing Education Activities in Ohio: 1981-1982, Staff Report, Ohio Board of Regents, Ohio, 1982. These reports present findings of regents'-commissioned surveys of noncredit learning opportunities in the two- and four-year, public and private postsecondary institutions in Ohio. The purpose of the survey was to ascertain trends regarding the type and number of noncredit offerings available, major target audiences served, and location of offerings.

Employer-Sponsored Instruction: Focus on Ohio Business and Industry, Staff Report, Ohio Board of Regents, Ohio, 1982. This study was undertaken by the Board as part of a broader assessment of ways in which relationships between the institutions of education and work can be strengthened. The report includes a profile of employer-sponsored instruction at the national level, as well as a focused look at Ohio.

"Ohio Resource Network, Mobilizing Colleges and Universities to Benefit Business and Industry," Ohio Board of Regents, Ohio, 1982. This eight-page booklet highlights several ways in which industry and higher education in Ohio have joined together to address industrial needs in such areas as production, personnel, financial planning, expansion and technology.

The Ohio Case: Building Business, Education and Government Alliances to Strengthen Adult Learning Opportunities, Ohio Board of Regents, Ohio, 1982. This report includes the summaries of the activities and results of three years of planning and implementing strategies to build stronger linkages between and among the providers and users of educational services for adults. These activities were a result of Ohio's participation as a pilot state in the ECS/Kellogg Lifelong Learning Project.**

"Strengthening College/Company Cooperations: An Ohio Perspective," Ohio Board of Regents, paper presented to NUCEA Region VI Conference, Las Vegas, Nevada, October, 1982. The paper focuses on sharing some of Ohio's experiences in strengthening work/education relationships. An additional emphasis was to provide state-level and industry perspectives to a traditionally institutional focus on the administration and delivery of adult continuing education programs.

A Proposal to Establish the Ohio Business, Education and Government Alliance, Ohio Board of Regents, prepared for the 114th General Assembly pursuant to Am. Sub. H.B. 694, September 10, 1982. This paper describes a proposal to establish permanent new organizational structures that will enable higher education to organize itself to be an effective partner of government and of the private business sector.

** This same information is reflected in the ECS report, Enhancing the State Role in Lifelong Learning: Case Studies of the Six Pilot States. Readers may therefore request individual pilot state reports, or this compendium.